





### Mansfield Tomorrow: PLAN OF CONSERVATION AND DEVELOPMENT

TOWN OF MANSFIELD, CONNECTICUT | OCTOBER 8, 2015















### **ACKNOWLEDGEMENTS**

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### TOWN ADVISORY COMMITTEES AND STAFF

Thank you to all of the advisory committee members and Town staff that took the time to provide input during the planning process and review draft chapters of the plan. Your expertise, thoughts and ideas have made this plan better and provide a foundation for your future efforts as we move into implementation.

### AND TO EVERYONE IN MANSFIELD WHO PARTICIPATED—THANK YOU! THIS IS YOUR PLAN!

Everyone who responded to the public opinion survey, gave time for an interview, or participated in community workshops helped make this plan—and can help put the plan into action to make Mansfield's vision for tomorrow a reality. This is your plan and your future!

Thank you to the U.S. Department of Housing and Urban Development Office of Economic Resilience for the financial and technical assistance provided in support of this project.

Effective Date: October 8, 2015

**Adopted by the Planning and Zoning Commission:** September 8, 2015

**Endorsed by the Mansfield Town Council:** April 27, 2015

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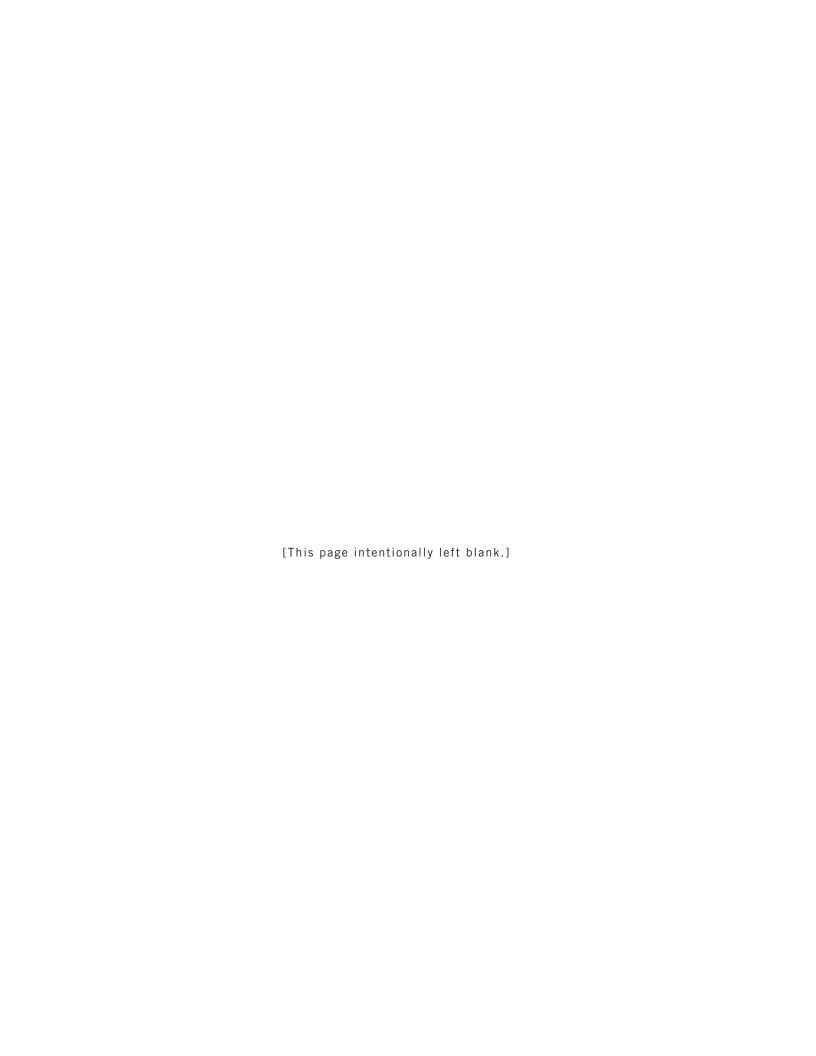
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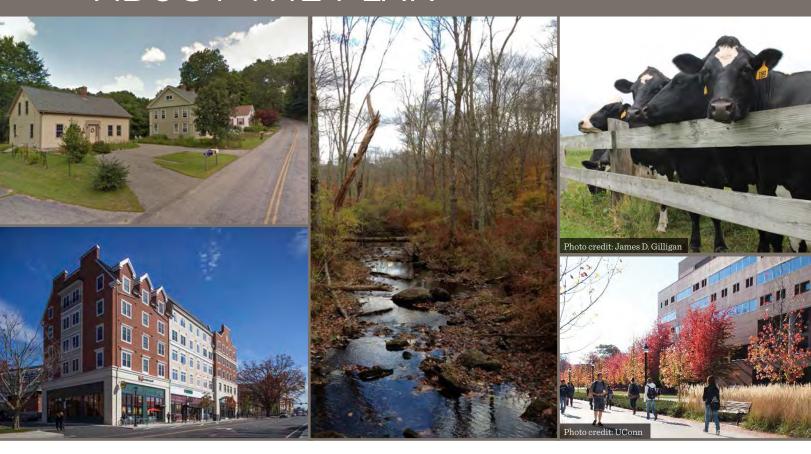
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### ABOUT THE PLAN



### TOPICS IN THIS CHAPTER INCLUDE

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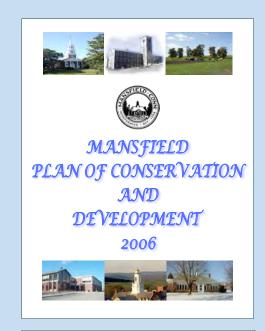
This section provides an overview of the Plan and how to use it, including foundational principles, consistency with state and regional plans, and a summary of each Plan chapter.

### A New Plan of Conservation and Development

This document serves as the Town's fifth Plan of Conservation and Development (POCD). POCDs are developed in accordance with Section 8-23 of Connecticut General Statutes (C.G.S.), which requires municipalities to adopt a Plan of Conservation and Development every ten years. Prior Mansfield Plans of Conservation and Development were completed in 1971, 1982, 1993, and 2006.

These earlier POCDs focused on land use issues and regulatory actions. Sensing the need for a broader plan to help guide decision making for the town, in 2008 the Town Council developed *Mansfield 2020: A Unified Vision* to serve as the town's Strategic Vision (henceforth referred to as the "2008 Strategic Vision"). The 2015 POCD consolidates and expands on the work done as part of the 2006 POCD and the 2008 Strategic Vision to create a single, unified framework of values, goals, strategies and actions that will guide both the Planning and Zoning Commission and Town Council as they make decisions about the town's physical, social and economic development over the next two decades.

As this Plan incorporates many goals and strategies that are the province of other elected officials such as the Town Council and Board of Education, it is important to note that the inclusion of action plans in the POCD supported by these bodies does not necessarily imply approval by the Commission of specific projects or plans which may someday be formally presented to the PZC in an application. Specific projects will be reviewed at the time of submission for consistency with the overall vision and goals identified in this Plan, particularly those related to conservation, development and land use.





Mansfield's 2006 Plan of Conservation and Development (POCD) and the 2008 Strategic Vision provide an important foundation for the Mansfield Tomorrow Plan.

### CONSISTENCY WITH FEDERAL, STATE AND REGIONAL PLANS

The development of this Plan has been guided by past plans and the 2008 Strategic Vision, as well as plans and principles adopted at the federal, state and regional levels. The 2015 plan is designed to give Mansfield the tools to accommodate and benefit from future change while preserving the rural character of the town. Having a clear, multifaceted plan that is consistent with planning principles at all levels of government will assist the community in achieving its goals and forging effective partnerships with businesses, nonprofits, and the University of Connecticut.

### **Federal Livability Principles**

Funding for the Mansfield Tomorrow initiative was provided through a Sustainable Communities Grant from the U.S. Department of Housing and Urban Development (HUD) Office of Sustainable Housing and Communities, now the Office of Economic Resilience. The mission of this program is "to create strong, sustainable communities by connecting housing to jobs, fostering local innovation, and helping to build a clean energy economy." The grant program is part of a larger initiative, launched by HUD, the U.S. Department of Transportation, and the Environmental Protection Agency, known as the Partnership for Sustainable Communities. This interagency partnership was created to coordinate federal investments in the areas of housing, transportation, water, and other infrastructure with the goals of making neighborhoods more prosperous, allowing people to live closer to jobs, saving households time and money, and reducing pollution. The Partnership's six Livability Principles served as the foundation of the Mansfield Tomorrow planning process, as appropriate to a small community, and they are broadly consistent with Mansfield's 2006 POCD and 2008 Strategic Vision.

### Provide more transportation choices.

Develop safe, reliable, and economical transportation choices to decrease household transportation costs, reduce our nation's dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.

### Promote equitable, affordable housing.

Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities to increase mobility and lower the combined cost of housing and transportation.

### Enhance economic competitiveness.

Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services, and other basic needs by workers, as well as expanded business access to markets.

## Federal Livability Principles

### Support existing communities.

Target federal funding toward existing communities—through strategies like transit-oriented, mixed-use development and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.

### Coordinate and leverage federal policies and investment.

Align federal policies and funding to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy.

### Value communities and neighborhoods.

Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.

### **Connecticut's Conservation and Development Policies Plan**

The State of Connecticut adopted its first state plan in 1979 and has updated it five times since then, mostly recently in June 2013 with the adoption of the 2013-2018 Conservation and Development Policies Plan. Municipal POCDs are not required to be consistent with the State Plan. However, these plans must note any inconsistencies. The State POCD is based on six growth management principles that reflect a "smart growth" policy to avoid sprawling development and that are consistent with the federal livability principles.

# Connecticut Growth Management Principles

Redevelop and revitalize regional centers and areas with existing or Currently Planned Physical Infrastructure.

Expand housing opportunities and design choices to accommodate a variety of household types and needs.

Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options.

Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands.

Protect and ensure the integrity of environmental assets critical to public health and safety.

Promote integrated planning across all levels of government to address issues on a statewide, regional and local basis.

<sup>1</sup> http://www.ct.gov/opm/lib/opm/igp/org/cdupdate/2013-2018\_cd\_plan.pdf

The goals, policies and strategies identified in this Plan are consistent with the six growth management principles identified in the 2013-2018 Conservation and Development Policies Plan and will help to implement those principles in Mansfield.

### **Regional Land Use Plan**

Connecticut has a strong tradition of regional planning that helps to implement state goals and policies. Regional planning organizations are required to prepare land use plans every ten years to help guide development in a coordinated manner. These plans are advisory in nature, and serve as another piece of the foundation for development of municipal land use plans. The goals, policies and actions identified in this Plan will help to implement regional land use, transportation and economic development plans.

As part of a state-mandated consolidation process, the number of regional governments and planning organizations was reduced from fifteen to nine in 2014. As a result of this process, Mansfield became a member of the Capitol Region Council of Governments (CRCOG) on July 1, 2014. While CRCOG plans will need to be updated to include the new member towns, Mansfield Tomorrow is consistent with the goals and policies outlined in the 2014-2024 Regional Plan of Conservation and Development for the Capitol Region; a plan which was also funded by a HUD sustainability grant. These goals and policies are based on the following major themes:

## Regional Land Use Plan

Focus new regional development in areas in which existing and planned infrastructure can support that development.

Support efforts to strengthen and revitalize Hartford, the Capitol Region's central city, and also support the revitalization of older, urbanized areas throughout the region.

Develop in a manner that respects and preserves community character and key natural resources.

Implement open space and natural resource protection plans that acknowledge and support the multi-town nature of our natural systems.

Support the creation of new employment and housing opportunities, and transportation choices, to meet the diverse needs of our region's citizens.

Encourage regional cooperation in the protection of natural resources, the revitalization of urban areas, and economic development.

Until the CRCOG plan is updated to include Mansfield, the 2010 Windham Region Land Use Plan remains in effect. The Mansfield Tomorrow Plan is also consistent with the goals established in the 2010 Windham Region Plan.

### THE PLAN



Shelter Falls

This Plan was developed through an extensive community visioning process known as *Mansfield Tomorrow*. This initiative also included the development of specific strategy reports for agriculture, economic development and housing as each of these topic areas has the potential to dramatically influence the long-term health and sustainability of Mansfield. Focus groups comprised of diverse stakeholders for each topic area worked with staff and the consultant team to develop detailed strategy reports that provided the foundation for the related goals and actions contained in this Plan.

All of the feedback received through the visioning process, from the Mansfield Tomorrow Advisory and Focus Groups, and from various Town advisory committees has been used to prepare a series of goals, policies, strategies and actions to guide the physical, social and economic development of Mansfield over the next twenty years. The Plan itself is organized to best reflect the themes identified through the visioning process.

The chapters within this Plan are as follows:

• Mansfield's Vision for Tomorrow (Chapter 1). This chapter identifies the key themes and concerns identified through the visioning process and establishes a vision for Mansfield's future.

The first topical chapters focus on the physical features and community amenities that influence how and why people choose to live in Mansfield. These features and resources establish the framework for where new development can be located and the form it should take.

- Natural Systems (Chapter 2). This chapter focuses on conservation and enhancement of Mansfield's natural resources while adapting to a changing climate through the following goals:
  - > Mansfield residents and officials actively participate in conserving and protecting the Town's natural resources.
  - > Mansfield has healthy watersheds with high-quality ground and surface water resources and aquatic habitats.
  - > Mansfield's soil, plant and wildlife habitats are healthy and diverse.
  - > The Town is taking steps to moderate or adapt to the impacts of climate change.
  - > Mansfield has increased community resilience and mitigated the impacts of natural hazards.
  - > Mansfield's land use regulations promote the protection and enhancement of natural systems.
- Open Space, Parks, and Agricultural Lands (Chapter 3). This chapter addresses how we interact with the natural resources and features identified in Chapter 2 through passive open space, active recreation, and farming. Goals include:
  - > Natural resources within Mansfield's public and private open spaces are protected and well-managed.
  - > Mansfield has more land being used for agriculture.



Spin class at the Mansfield Community Center

- > Mansfield's park and preserve system, including natural and active recreation areas, provides access to residents and meets the needs of the population.
- > Mansfield's land use policies and regulations for public and private open spaces protect natural resources, preserve scenic views, and expand opportunities for agriculture and active recreation.
- Community Heritage and Sense of Place (Chapter 4). This chapter identifies the features and resources that contribute to Mansfield's sense of place and community character, including historic buildings and villages. Goals include:
  - > Mansfield honors and preserves its historic resources by protecting them for future generations.
  - > Mansfield's land use regulations maintain rural character in the majority of town, protect historic resources and accommodate future growth in smart growth, compact patterns in designated Mixed Use Centers and Compact Residential areas.
- Community Life (Chapter 5). This chapter discusses the variety of community services and amenities provided by the town and the facilities needed to support those services. Goals include:
  - > Mansfield provides high-quality services that connect residents to each other and the community.
  - > Mansfield is a lifelong learning community and continues to provide high-quality public education for children and youth.
  - > Mansfield public safety services—police, fire and EMS—protect life and property through a robust program of education, enforcement, and preparedness.



Warrenville Road



Stone Mill Bridge

- $\,>\,\,$  Mansfield is a healthy, active community.
- $> \ \ Mans field\ maintains\ high-quality\ public\ facilities\ that\ support\ town\ goals.$
- > Mansfield's policies, programs, and land use regulations support community service and health/wellness goals.

The next chapters identify goals and strategies to guide the economic and physical development of the community:

- Diversifying the Economy (Chapter 6). This chapter identifies opportunities and challenges related to Mansfield's economic development. Goals include:
  - > Mansfield has balanced economic development efforts with sensitivity to preserving the town's unique blend of rural character and college town amenities to create an attractive location for businesses, workers, and residents.
  - > Mansfield has an entrepreneurial environment that supports business formation, expansion, and retention.
  - > Mansfield has a growing and diversified economy that helps to maintain the highquality services desired by residents.
  - > Agriculture is valued by the community and expanding with increased acreage, higher production and growing market opportunities.
  - > Mansfield's land use regulations are farm-friendly and support business retention and expansion efforts while protecting community character.
- Housing (Chapter 7). This chapter focuses on strategies to strengthen Mansfield's neighborhoods and expand the diversity and affordability of housing stock through the following goals:
  - > Mansfield's housing options include housing affordable to low and moderate income individuals and families.
  - > Mansfield's senior citizens have housing options that allow them to continue to age in their community.

- > Mansfield maintains high-quality living conditions throughout the town.
- > Mansfield's land use regulations support development of a wide range of housing options to meet the needs of residents at all ages of the life cycle, including singles, families, seniors, and students.
- Future Land Use and Community Design (Chapter 8). This chapter establishes the future land use plan for the town (Map 8.3: Future Land Use), identifying specific areas for conservation and development and descriptions of the desired character of future development. Goals include:
  - > Mansfield has maintained the low density, rural character of the majority of town while accommodating growth in walkable Mixed Use Centers, Compact Residential and Institutional areas.
  - > Mansfield's land use regulations and development review procedures help to achieve the vision and goals identified in this Plan and promote high-quality design appropriate to the area context.
- Infrastructure (Chapter 9). This chapter identifies strategies for improving Mansfield's infrastructure in support of the overall vision. Goals include:
  - > Mansfield has a balanced, integrated transportation system that provides residents with viable options in getting from one place to another.
  - > Water and wastewater infrastructure improvements conserve natural resources and support smart growth patterns to help preserve rural character.
  - > Mansfield is working toward carbon neutrality and reducing reliance on the grid by conserving energy and increasing use of renewable energy resources.
  - > Mansfield promotes waste reduction and resource conservation.
  - > Mansfield's land use policies and regulations ensure that infrastructure systems support smart growth, protect rural character and promote resource conservation.

The final chapter identifies goals and strategies to ensure effective implementation of the plan:

- Stewardship and Implementation (Chapter 10). This chapter addresses the fiscal climate in which this Plan was created and identifies strategies to ensure that this Plan is a living document. Goals include:
  - > The Mansfield Plan of Conservation and Development is periodically reviewed and updated to address changing conditions and trends.
  - > The Mansfield Plan of Conservation and Development is integrated into decision making at multiple levels.
  - > Mansfield's long-term financial stability underlies implementation of this Plan.
  - > Mansfield advances Town sustainability objectives through Plan implementation, public education, and partnerships.
  - > Mansfield is a model of inclusive, transparent government.
  - > Mansfield collaborates with area communities and UConn to achieve common goals and develop regional service sharing models for mutual benefit.

### **HOW TO USE THIS PLAN**

This Plan, built on Mansfield's strong planning legacy and an ambitious new vision crafted by Mansfield residents, is a framework for decision making; it documents the kind of place Mansfield is today, what we value, and where we'd like to focus our efforts, resources, and policies in the years ahead

Now in its 4th century, Mansfield is creating a 21st century community guided by sustainability principles, preserving the best of the past and creating new ways of living. The Plan is neither a prediction nor a projection of the future. It is a plan—and no plan is self-implementing. We will have to implement it—in a collaboration of residents, government, businesses, the university, nonprofits, and regional partners.

While Mansfield is required by State law to have a plan, there is no directive as to how a town should use its plan. Town decision makers, especially the Planning and Zoning Commission and the Town Council, can use this Plan to set policy and be proactive to achieve the vision and goals for the future, rather than simply reacting to circumstances as they emerge. This Plan will serve as the foundation of new zoning and subdivision regulations created as part of the Mansfield Tomorrow project. Chapter 8, Future Land Use and Community Design, shows the future preservation and development patterns that balance and integrate a variety of goals ranging from open space preservation to economic development. The strategies and actions recommended in the Plan provide potential approaches and activities that can advance the goals and the vision. The stewardship recommendations in the final chapter focus on how the Town can use the Plan in its regular business departmental work plans, capital improvement

plans, and enhancing transparency. At the same time, the Plan is essential to decision making in unexpected circumstances; the values, vision and goals expressed in the Plan will serve as a guide so that the Town can navigate new challenges and take advantage of unforeseen opportunities.

### **Action Plans**

Each chapter within this Plan includes an action plan: a set of suggestions for how to put the Plan to work and begin transforming ideas into action. Each action plan identifies some of the **entities that are expected to have a key role in** achieving specific action items (town departments, committees/ commissions, outside organizations, etc.); a target timeframe to complete each action; and the types of resources that we anticipate may be needed for implementation (staff time, volunteer time, operating budget, capital improvement program, grants, etc.).

Action plans include:

- **Goals** that describe the outcomes our community hopes to achieve;
- Strategies for advancing each goal; and
- Actions—specific steps our community can take over the short-, medium-, and long-term in support of each strategy.

Action plans are tools for focusing efforts and resources on the issues our community cares about most. The action plans will:

 Guide town officials as they continue to shape policies and allocate resources in the years to come;

- Refocus the efforts of town staff and committees as they work to advance community goals;
- Provide a foundation for developing annual budgets and workplans; and
- Evolve over time in response to new opportunities and circumstances.

Action plans set the agenda for our community's many officials, volunteers, committee members and staff for the years ahead, and align their work with the community's vision but do not provide a guarantee that resources will be available to advance each action. While these action plans are comprehensive in nature, they are not intended to preclude the Town from pursuing other actions as opportunities arise. As additional actions and initiatives are contemplated, they should be evaluated with regard to how the action will help to advance the vision and goals contained in the overall Plan.

### **GLOSSARY**

### Best practice

A procedure that has been shown by research and experience to produce optimal results and that is established or proposed as a standard suitable for widespread adoption.

### Compact development

Compact development refers to single-family homes, townhouses, apartments, condominiums, and retail and employment uses at medium or high densities that are appropriate to the local context. Compact development aims to maximize the use of available land and provide a mix of uses to make it easier for residents to access the goods and services they need without driving long distances.

### Complete streets

Streets designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists.

### **Density**

Density is the amount of development within a given area. As part of a long-range planning process, stakeholders often discuss the most desirable densities for different areas of their communities.

### Development

Any building, construction, renovation, mining, extraction, dredging, filling, excavation, or drilling activity or operation; any material change in the use or appearance of any structure or in the land itself; the division of land into parcels; any change in the intensity or use of land, such as an increase in the number of dwelling units in a structure or a change to a commercial or industrial use from a less intensive use; any activity that alters a shore, beach, seacoast, river, stream, lake, pond, canal, marsh, dune area, woodlands, wetland, endangered species habitat, aquifer or other resource area, including coastal construction or other activity.

### **Economic development**

Economic development is about maintaining and expanding businesses that export their products to consumers outside the community, thereby importing income and increasing local employment and wealth.

### Greenfield

Undeveloped land in a city or rural area either used for agriculture, landscape design, or left to evolve naturally. These areas of land are usually agricultural or amenity properties being considered for urban development.

### Mixed Use

Characterized by a variety and combination of uses and activities – typically including housing – within a single neighborhood or building. A mix of uses can be an important factor in a neighborhood's success, helping to energize public spaces throughout the day and week, and placing a variety of activities within easy walking distance.

### Multimodal

Multimodal transportation systems provide users with a variety of modal options (e.g. walking, biking, automobile, public transit – trains, streetcar, buses, etc.)

### Resiliency

The ability of a social or ecological system to absorb disturbances while retaining the same basic structure and ways of functioning, the capacity for self-organization, and the capacity to adapt to stress and change.

### Rural character

Rural character in the Mansfield context includes a mix of forested and agricultural landscapes interspersed by small villages. The mix of landscapes is a critical aspect to the concept of rural character; particularly the views afforded by large expanses of farm land and meadow.

### Smart growth

"Smart growth" covers a range of development and conservation strategies that help protect our natural environment and make our communities more attractive, economically stronger, and more socially diverse. Smart growth means strengthening communities as places that offer housing and transportation choices near jobs, shops and schools.

### Sustainable development

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development is typically characterized by sensitivity to the natural environment, efficient use of energy and other resources, and the health and safety of future users.

### Village style

Compact, pedestrian-oriented residential area, often with a mixed-use village center.

### Walkable environment

A walkable environment is one where it is easy and safe to walk to goods and services (i.e., grocery stores, post offices, health clinics, etc.). Walkable communities encourage pedestrian activity, expand transportation options, and have safe and inviting streets that serve people of all mobility levels.

### **Zoning**

The division of a city or county by regulations into areas, or zones, which specify allowable uses (e.g., industrial, commercial, residential) for real property along with size, massing, and other building characteristics.

### Sources:

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City of Burlington, VT

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